United Nations A/72/348

General Assembly

Distr.: General
17 August 2017

Original: English

Seventy-second session
Item 74 (a) of the provisional agenda*
Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations

International cooperation on humanitarian assistance in the field of natural disasters, from relief to development

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 71/128, in which the Assembly requested the Secretary-General to continue to improve the international response to natural disasters and to report thereon to the Assembly at its seventy-second session. The report provides an overview of current efforts and progress made in this regard and describes related humanitarian trends, challenges and thematic issues. It concludes with recommendations for further improvements.

* A/72/150.

17-12523 (E) 250917

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I. Introduction

1. The present report has been prepared pursuant to General Assembly resolution 71/128, in which the Assembly requested the Secretary-General to continue to improve the international response to natural disasters.

II. Year in review

A. Disaster data for 2016

2. For 2016, the Centre for Research on the Epidemiology of Disasters registered 325 reported disasters, which caused an estimated 8,681 deaths, affected 199.6 million people and caused $147.8 billion in damage.[1] The combined effects of those disasters have undermined progress towards sustainable development in many countries.

3. The Internal Displacement Monitoring Centre estimates that more than 24.2 million people were newly displaced by sudden-onset disasters in 2016 — three times as many as those displaced by conflict and violence.[2] This figure is in addition to millions more living in displacement following disasters in previous years. Between 2008 and 2016, there were 227.6 million people displaced by sudden-onset disasters — an average of 25.3 million people per year.[3]

4. The World Meteorological Organization (WMO) reported 2016 as the warmest year on record, breaking the previous record set in 2015. Global sea levels continued to rise and Arctic sea-ice extent was well below average for most of the year. Carbon dioxide reached a record annual average concentration of 400 parts per million in the atmosphere. The year was marked by severe droughts induced by the strong 2015/2016 El Niño episode that affected agricultural production and left people exposed to food insecurity in different parts of the world.[4] Global food insecurity has increased dramatically, exacerbated by conflict and the El Niño phenomenon and compounded by climate change. From 2015 to 2016, the number of people facing food insecurity crises globally increased from 80 million people to 108 million people.[5] The lack of clean and potable drinking water owing to droughts, coupled with compromised immune systems owing to malnutrition, increased the risk and incidence of infectious diseases such as cholera, typhoid fever, diarrhoea, acute respiratory infections and measles.

B. Overview of disasters associated with natural hazards in 2016

5. The impacts of the El Niño episode of 2015/2016, one of the strongest on record, prompted 23 countries in East Africa, Southern Africa, Central America, the Caribbean and Asia and the Pacific to seek international humanitarian assistance for more than 60 million people. Changes in temperature and rainfall patterns induced

[1] Centre for Research on the Epidemiology of Disasters, Emergency Events Database, available from www.emdat.be (accessed 26 July 2017). The data used for the purposes of the present report exclude epidemics and insect infestations.

[2] Excluding displacement related to drought, gradual processes of environmental degradation and biological hazards, such as epidemics.

[3] Kimberly Bennett and others, "Global report on internal displacement 2017" (Geneva, Internal Displacement Monitoring Centre, 2017).

[4] World Meteorological Organization, *WMO Statement on the State of the Global Climate in 2016* (Geneva, 2017).

[5] Food Security Information Network, "Global report on food crisis 2017" (2017), chap. 2.

by El Niño caused drought, flooding and tropical storms, with a considerable social, economic and environmental impact, including deteriorating food security, nutrition, health and sanitation.

6. While the El Niño episode ended in May 2016, its impact continued to be felt in the drought-affected regions of East Africa and Southern Africa in 2017 and, at the time of writing, humanitarian assistance continued to be required. Ethiopia was the country most affected by El Niño in 2016, with some 10.2 million people requiring humanitarian assistance at the peak of the drought. In Somalia, nearly 2 million people received assistance in 2016, while consecutive seasons of poor rains contributed to a famine risk likely to affect 6.7 million people in 2017. In 2016, drought conditions persisted in Kenya, affecting 1.3 million people, a number that has since doubled in 2017. In Southern Africa, the worst drought in 35 years left 41 million people food insecure by the end of 2016, an increase of some 10 million people from 2015. In Malawi, for example, 6.7 million people were food insecure, 3.9 million more than the previous year. Food insecurity affected 4.3 million people in Zimbabwe, an increase of 1.5 million people; and 1.5 million in Mozambique, an increase of 1.1 million people. The United Nations and its partners supported the Southern African Development Community in developing a regional drought appeal for $2.9 billion that targeted 28 million people with urgent humanitarian assistance, establishing a regional logistics and coordination centre and strengthening the capacity of national disaster risk management agencies. Humanitarian agencies developed a complementary regional action plan that sought $1.3 billion to assist 13.8 million people in seven priority countries.

7. Asia and the Pacific continued to be the world's most disaster-prone region, with 84 per cent of all people living in the region affected by disasters. El Niño severely affected 11 countries across the region, with Indonesia, Viet Nam, Timor-Leste and Papua New Guinea most severely affected. In Viet Nam, at the height of the drought, more than 2 million people lacked access to drinking water and 1.1 million people required food assistance. The Marshall Islands, Micronesia (Federated States of) and Palau declared states of emergency owing to drought, while Fiji and Vanuatu were also affected. Drought affected 121,000 people in the Marshall Islands and 17,500 people in Palau.

8. Tropical Storm Winston caused widespread damage in Fiji, affecting 62 per cent of the population and the livelihoods of more than 108,000 households. Typhoons Sarika and Haima hit the Philippines in quick succession, destroying crops and farmland and temporarily displacing more than 2 million people, while Typhoon Nock-Ten affected 2.8 million people and damaged nearly 400,000 houses. In the Democratic People's Republic of Korea, severe flooding caused by Typhoon Lionrock left 600,000 people in need of humanitarian assistance, displaced 70,000 people, damaged 30,000 houses and submerged more than 27,000 hectares of agricultural land.

9. Tropical Storm Roanu caused the worst flooding in 25 years in Sri Lanka, causing the death of 216 people and displacing more than 700,000 people. It also made landfall in Bangladesh, where successful preparedness measures initiated by the authorities and supported by humanitarian partners helped to minimize the loss of life. Before the storm hit, the Government had activated early warning systems, which triggered the evacuation of over 500,000 people to nearly 3,500 cyclone shelters. An estimated 1.3 million people were affected and 27 people were killed. In Myanmar, monsoon floods temporarily displaced more than 500,000 people. In December, an earthquake in Solomon Islands caused severe damage to the livelihoods of people in Makira province.

10. In Central America, more than 4.2 million people were affected by drought conditions linked to El Niño. The humanitarian country teams of Guatemala and Honduras developed emergency response plans to comprehensively address the humanitarian needs caused by the drought and support national mitigation measures. In Haiti, 1.4 million people required humanitarian assistance and 175,000 people were displaced following Hurricane Matthew in October, while the hurricane's impact in Cuba was more limited, with no loss of life, as a result of proactive evacuation efforts. An earthquake with a magnitude of 7.8 hit north-western Ecuador, killing 659 people, displacing nearly 30,000 people and causing economic losses estimated at between $2 billion and $3 billion.

C. Funding trends related to disasters in 2016

11. The costed response plans issued in 23 countries to respond to the humanitarian needs of the 60 million people affected globally by the El Niño event of 2015/2016 required a total of $5 billion, of which $1.9 billion, or 38 per cent, was funded by September 2016. In addition, a total of $252 million was reported to the Financial Tracking Service of the Office for the Coordination of Humanitarian Affairs in relation to funding for the response to emergencies classified as natural disasters. Of that figure, $138 million, or 67 per cent, was for the response to Hurricane Matthew in the Caribbean.

12. The Central Emergency Response Fund allocated $438.9 million in 2016, of which $107 million was spent on disaster response in 23 countries, through the Fund's rapid response window. Allocations included $52.8 million for the response to droughts, $42.7 million for the response to storms and floods, $9 million for the response to earthquakes and $2.4 million for the response to extreme winter conditions. The largest allocations included, among others: $15.7 million to Haiti and Cuba for the response to Hurricane Matthew; $11 million for drought response in Somalia; $8 million for the response to Tropical Cyclone Winston in Fiji; $7.5 million for the response to the earthquake in Ecuador; and $61.3 million in support of response efforts in 13 countries affected by El Niño.

13. The number and scale of disasters over time point to the need for a larger, more robust Central Emergency Response Fund, commensurate with the response required to address increasing global humanitarian needs in the future. Adequate funding is essential to ensure the ability of the Fund to respond to growing humanitarian needs and effectively meet its mandate. To this end, the General Assembly endorsed the Secretary-General's call for the Fund's annual funding target to be increased to $1 billion by 2018.

14. Post-disaster recovery remains chronically underfunded in the absence of effective international financing mechanisms. In 2016, post-disaster needs assessments conducted jointly by the United Nations, the World Bank and the European Union with the Governments of seven countries affected by major disasters (Angola, Ecuador, Fiji, Haiti, Malawi, the Marshall Islands and Sri Lanka) reported recovery funding requirements totalling $9.93 billion. Of that amount, less than 15 per cent was mobilized. Such underfunding for post-disaster recovery can impede the ability of low-income countries to build back better with sustained support over multiple years, thereby increasing their vulnerability to future disasters.

III. Current challenges and opportunities in strengthening humanitarian action

15. While conflict and the lack of humanitarian access to affected populations have resulted in acute risk of famine for more than 20 million people in north-eastern Nigeria, Somalia, South Sudan and Yemen, suffering has in some circumstances been exacerbated by factors driving chronic food insecurity and vulnerability, including the underlying fragility created by drought, the effects of El Niño and climate change, and other disaster risks. In Somalia, for example, the successive failure of three rainy seasons amid ongoing conflict and access constraints has led to acute food insecurity, high levels of malnutrition and disease and mass internal displacement. While extensive humanitarian operations are ongoing in Somalia, with more than 3 million people being reached monthly with life-saving assistance, livelihood support and protection services, humanitarian needs are expected to persist at current levels until the end of 2017.

16. The Secretary-General has established a Steering Committee on famine response and prevention, chaired by the Emergency Relief Coordinator and the Chair of the United Nations Development Group, to provide strategic leadership, including on advancing the new way of working in humanitarian settings. The Steering Committee has coordinated joint advocacy efforts on famine response and prevention, strengthened linkages between humanitarian and development actors, including the World Bank, and supported leaders at the country level in their efforts to ensure that humanitarian and development actors work in a complementary and coherent way so as to reduce humanitarian need, risk and vulnerability. In order to address the multisectoral nature of those crises, investments should extend beyond the response to food insecurity to address a wider set of sectors, including livelihoods, health, water, sanitation and hygiene, and protection. In the absence of sustained and unimpeded access for humanitarian actors and respect for international humanitarian law, however, the scale and severity of these crises will continue and humanitarian and development actions will be insufficient to staunch the suffering.

17. Growing humanitarian needs and funding requirements for response are directly related to collective shortcomings in addressing the root causes and drivers of crises, including managing disaster risks. Natural hazards are not necessarily disasters on their own. They become disasters when combined with vulnerability and insufficient capacity and measures to reduce the risk of disasters and prepare for and cope with their impacts, in the absence of resilience and risk-informed sustainable development. As the risk of disasters and their humanitarian impact increase owing to climate change and the expected increasing frequency and severity of disasters, engaging all actors (including the affected sectors of affected populations) who can reduce risks is a priority. Such an approach requires a shift from a reactive modus operandi to a risk-informed approach that anticipates, prevents and mitigates crises.

18. Shifting from managing disasters to preventing and managing disaster risks is a key focus of the Sendai Framework for Disaster Risk Reduction 2015-2030 and is mirrored in the Agenda for Humanity. The need for that shift is a common thread connecting various global frameworks and is emphasized in the Secretary-General's focus on prevention to address the root causes of vulnerability and crises. Preventing against the human and economic impact of disasters is not only a humanitarian concern, it is also a major development imperative, in line with the 2030 Agenda for Sustainable Development, the Paris Agreement under the United Nations Framework Convention on Climate Change and the New Urban Agenda, as well as with other relevant international legal instruments, such as the International

Health Regulations. Those frameworks acknowledge that the implementation of the Sustainable Development Goals in disaster-prone areas must be risk-informed and must cross institutional and sectoral boundaries.

19. Development cannot be sustainable if the risk of humanitarian crisis is not reduced. Efforts to link disaster resilience and poverty reduction are critical to advancing sustainable development and reducing vulnerability. According to a recent study by the World Bank, the impact of disasters in terms of exacerbating poverty is more devastating than previously understood and disproportionately affects poor people and their livelihoods and socioeconomic resilience. It estimates that the impact of disasters in the 117 countries studied is equivalent to the loss of $520 billion in annual consumption and well-being, which far exceeds asset losses, and forces some 26 million people into poverty each year. Investment in resilience measures, such as disaster risk and health insurance, social protection and safety nets, among others, could help countries and communities to save $100 billion a year.[6]

20. In 2016, the World Humanitarian Summit brought together the United Nations, representatives of Member States, non-governmental organizations (NGOs), civil society, populations affected by crises, international organizations, the private sector and other stakeholders to mobilize collectively and individually so as to reduce the unprecedented level of humanitarian need and suffering around the world. The summit included a high-level round table that focused on natural disasters and climate change. The round table was anchored in the Agenda for Humanity (see A/70/709, annex) and reinforced that more action and support were needed on ways to manage related risks and crises differently, by implementing risk reduction and climate change strategies and plans, by reinforcing national and local management of disaster and climate change risks, by investing in data, analysis and early warning, by building community resilience as a critical first line of response, and by ensuring that regional and global humanitarian assistance for natural disasters complements national and local efforts. A number of initiatives and partnerships that are outlined in the present report were launched, including among others, the Global Preparedness Partnership, the One Billion Coalition for Resilience and the Charter for Change.

IV. Progress in strengthening disaster resilience and response

A. Lessons learned from the El Niño event of 2015/2016 and opportunities to improve future response

21. The El Niño episode of 2015/2016 severely affected more than 60 million people worldwide, leading 23 countries to appeal for $5 billion in international humanitarian assistance. The global humanitarian response was mobilized more quickly than during previous episodes, with the United Nations and its partners scaling up before the impact was fully felt, thereby helping to ensure a timely and effective response. Development actors expanded the scale and scope of social safety nets, used crisis modifier mechanisms to adapt development programmes on the basis of projected risks and undertook longer-term programming in chronically vulnerable and high-risk communities so as to build resilience and mitigate risks. Collaboration between humanitarian and development actors was improved, including on risk and needs analyses and response planning.

[6] Stephane Hallegatte and others, *Unbreakable: Building the Resilience of the Poor in the Face of Natural Disasters* (Washington, D.C., World Bank, 2016).

22. Despite those improvements, significant challenges remain in bringing early responses to the scale necessary to stop predictable, slow-onset weather events from becoming humanitarian emergencies. Challenges include, among others, insufficient funding for early action, preparedness and disaster risk reduction activities; insufficient triggers and thresholds for ensuring that early warning leads to early action; and insufficient linkages with the scientific community. It has become clear that the international community cannot wait for certainty or until an episode has started before acting. Development efforts around risk mitigation and resilience-building should, at an early stage, focus on the people most vulnerable or most at risk. There is growing evidence that such interventions prevent loss of life and suffering, protect development gains and are significantly more cost-effective than emergency interventions. Many early actions, such as building resilience through strengthened food security, social protection and safety nets, have a net positive effect, regardless of whether disasters materialize. With the increasing certainty of an El Niño or La Niña episode occurring, early humanitarian actions can prevent people from falling deeper into vulnerability.

23. Two ongoing processes are aimed at improving the collective response to future episodes. In December 2016, the Special Envoys of the Secretary-General on El Niño and Climate produced a report, entitled "Preventing El Niño southern oscillation episodes from becoming disasters: a blueprint for action". The blueprint outlines areas to be prioritized in national policies and plans and thereby serves as a tool for affected States and their partners to prevent future episodes from becoming disasters. An inter-agency working group is being convened under the United Nations system strategic approach on climate change action to roll out the blueprint in support of "early mover" countries and resource mobilization. The blueprint will form an important part of the system-wide strategy on resilience to be developed, under the leadership of the Deputy Secretary-General, by November 2017.

24. Humanitarian and development partners under the Inter-Agency Standing Committee Reference Group on Risk, Early Warning and Preparedness are developing inter-agency standard operating procedures to help catalyse and guide earlier action to mitigate the impact of future El Niño and La Niña episodes. In July 2017, WMO projected a 40 per cent probability of an El Niño episode developing in the second half of 2017. In line with the standard operating procedures, a global inter-agency analysis cell was convened to agree on the most at-risk countries, where early action should be prioritized. This was communicated to the relevant affected countries through the resident coordinators/humanitarian coordinators in order to highlight risks and offer support to put into practice lessons learned, including by implementing early action to build resilience and mitigate the most likely impact.

B. Anticipating and preventing disasters: strengthening early warning and preparedness in the most vulnerable at-risk countries

25. The lack of predictable, timely and adequate funding remains an obstacle for effective preparedness. The limited funding available is often fragmented, as it spans humanitarian, development and climate finance. Disaster preparedness remains underfunded despite evidence demonstrating that it can reduce the cost of response and save lives and livelihoods in both sudden- and slow-onset disasters. A study on the return on preparedness investment conducted by the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP) in Chad,

Madagascar and Pakistan[7] found that, on average, investment in preparedness could reduce the costs of humanitarian response by more than 50 per cent and accelerate life-saving response time by more than one week, helping to reach more people, with a faster response time, and to reduce mortality.

26. The Emergency Response Preparedness approach of the Inter-Agency Standing Committee is being implemented in 59 countries, with 17 additional countries to follow by mid-2018, in order to advance inter-agency preparedness, especially in countries at high risk of crises that could require international humanitarian response. That approach helps analyse and monitor risks and prioritize action to establish a minimum level of preparedness and ensure readiness to respond to identified risks with improved speed, scale, predictability and effectiveness of life-saving assistance at the onset of a crisis, on the basis of inter-agency early warning and risk forecasting. The Emergency Response Preparedness approach is making a tangible difference, including in the response to the earthquake in April 2016 in Ecuador, where the humanitarian country team and clusters were operational within hours, the Government was aware of the international coordination architecture and financing mechanisms and an appeal was issued within four days. In response to the possible famine in Somalia, the humanitarian country team and clusters implemented the approach to inform the operational scale-up and famine prevention measures.

27. The Global Preparedness Partnership seeks to strengthen preparedness capacities to achieve, by 2020, a minimum level of readiness for future disaster and climate risks, initially in 15 at-risk countries. The Partnership, launched at the World Humanitarian Summit, sets out to address the challenge of a piecemeal approach to preparedness by providing an umbrella for Governments with a broad range of partners and a dedicated funding stream, while establishing links to build on other initiatives. It enables partners to align objectives and resources into a coordinated and coherent approach that is specific to each context, under the leadership of national Governments.

28. Experience from disaster operations around the world has demonstrated that a well-prepared legal and institutional framework is indispensable for affected States to exercise the effective coordination of disaster response in their territory. Since the adoption in 2007 of the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance, national Red Cross and Red Crescent societies, with support from the International Federation of Red Cross and Red Crescent Societies, the United Nations, regional organizations and other partners, have provided technical support to more than 50 Governments in reviewing their laws and procedures for international humanitarian assistance, with the result that 29 countries have adopted new laws or procedures. In 2016-2017, such laws were adopted by a number of countries, including Colombia, Costa Rica, Ecuador, Kyrgyzstan, Mongolia, Nauru and Thailand. At the regional level, the Coordination Centre for the Prevention of Natural Disasters in Central America, the Andean Community, the Cooperation Council for the Arab States of the Gulf and the African Union adopted regional guidance documents for the management of international disaster assistance in 2016-2017. Such efforts towards stronger legal preparedness for international disaster assistance should be pursued further.

29. The Connecting Business initiative is driven by the private sector and supported by the United Nations with guidance, tools and resources to strengthen the resilience of businesses and their swift and effective collective action before, during and after shocks. Ten business networks, in the context of the initiative, were

[7] Heino Meerkatt and others, "UNICEF/WFP return on investment for emergency preparedness study" (UNICEF and WFP, 2015).

operational worldwide by the end of 2016 and responded to crises in Haiti, Kenya, the Philippines and Sri Lanka, supporting, among other things, cash programming, telecommunications, resource mobilization and the distribution of relief items.

30. In the past decade, the increasing recognition of the importance of early warning and early action has spurred investments in climate services, forecast information and communication protocols. For example, the International Federation of Red Cross and Red Crescent Societies, WFP and other partners, are developing forecast-based financing mechanisms that trigger access to funding for early action and preparedness for response when forecasts are received and risk thresholds reached. Pilot projects are under way in more than 15 countries to investigate ways in which this innovative mechanism could be taken to scale. For example, a self-learning algorithm for flood forecasting, which was embedded in a hydropower dam that used rainfall information to estimate the likelihood of flooding in vulnerable communities downstream, was successfully tested during the floods in Togo in 2016. When flooding is anticipated, the mechanism enables the local Red Cross Society to communicate early warning information to communities and release pre-allocated funding for early action.

31. Launched at the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, the Climate Risk and Early Warning Systems initiative aims to raise $100 million by 2020 to strengthen multi-hazard early warning systems in the least developed countries and small island developing States. The initiative is now operational, with two of its implementing partners, the World Bank Global Facility for Disaster Reduction and Recovery and WMO, working with the Governments of Burkina Faso and Mali and in the Pacific region. In addition, the United Nations Development Programme, through its programme on climate information for resilient development in Africa, supports 11 vulnerable countries in enhancing their capacities for collecting climate information for early warning systems and providing climate services to vulnerable populations.

32. Despite advancements in the development of multi-hazard early warning systems, gaps remain in ensuring that the most remote and vulnerable populations receive timely, reliable and actionable information, as well as in resourcing and implementing early interventions ahead of the impact of predicted weather and climate events. More work and investment will be needed in this area in the years ahead.

C. Enhancing disaster risk analysis and the use of data and technology to improve disaster risk management

33. The Index for Risk Management is a global open-source humanitarian risk analysis tool supported by United Nations entities and external partners. The Index aims to assist decision-making and build an evidence-based shared understanding of humanitarian risk and severity at the global and subnational levels. During 2016, subnational models generated by the Index, which provide a detailed picture of risk and its components that is comparable across a single region or country, were rolled out at the regional level in Central Asia, Latin America and the Caribbean and Southern Africa and in Guatemala, Honduras and Jordan. In 2017, improved guidance and tools and a training programme will be provided for the creation of subnational models of the Index through an acceleration programme, including through the provision of direct support to local partners for establishing models in five priority countries.

34. An analysis of the Index against humanitarian and development financing shows that resource allocation for disaster risk reduction and preparedness is still not well-aligned with the location and level of risk. The lack of alignment in this regard must be addressed through the ongoing implementation of the Sustainable Development Goals and the Sendai Framework as well as the outcomes of the World Humanitarian Summit, including the Grand Bargain.

35. The improved collection, disaggregation, sharing and use of data strengthen the effectiveness of disaster preparedness and response. The Centre for Humanitarian Data was established at The Hague in August 2017 on a trial basis, with the goal of increasing the use and impact of data within the humanitarian sector and creating new models of collaboration around data-sharing. It will provide data services and data policy advice to field offices and will build the data skills of humanitarian staff. The Centre builds on the open data platform of the Office for the Coordination of Humanitarian Affairs, known as the Humanitarian Data Exchange, which includes, as of July 2017, more than 5,200 data sets from 290 organizations working to respond to crises around the world.

36. Indicators have been developed to monitor progress in the implementation of the Sendai Framework and are shared in the monitoring of the disaster-related goals and targets of the 2030 Agenda, thereby enabling coherence in their implementation. Work is under way to ensure coherence with the future mechanism for monitoring the Paris Agreement and to address gaps in data collection on disaster losses and strengthen the use thereof in supporting national and subnational strategies, risk-informed policies, investments and decision-making processes. The United Nations Office for Disaster Risk Reduction, together with partners, has supported the establishment and strengthening of national disaster loss databases in some 90 countries. In February 2017, the Office conducted a review of 87 countries with regard to data readiness under the Sendai Framework. More than 90 per cent of countries indicated the need for financial resources to cover data gaps. Many countries also face significant capacity and technology gaps that hinder their ability to track progress.

37. An increasing number of humanitarian and development actors, including national disaster management authorities and global online communities, are engaged in remote analysis of disaster risk and the impact of disasters on local populations, mapping affected and at-risk areas and tracking response. The Office for the Coordination of Humanitarian Affairs, in collaboration with the Digital Humanitarian Network, coordinated the efforts of 22 organizations with regard to remote analysis, commencing ahead of Hurricane Matthew's landfall in Haiti. Partners shared their data and analysis, contributed to joint analysis, helped to inform the development of the flash appeal and supported the deployed United Nations Disaster Assessment and Coordination Team on the ground.

38. Under its programme on addressing the gender inequality of risk and promoting community resilience to natural hazards in a changing climate, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), in partnership with the United Nations Office for Disaster Risk Reduction and the International Federation of Red Cross and Red Crescent Societies, provides support to Member States for, among other things, strengthening the collection and use of data disaggregated by sex and age so as to better understand and address the impact of disasters on community members, informed by the different needs, vulnerabilities and coping mechanisms of women, girls, boys and men.

39. The Operational Satellite Applications Programme of the United Nations Institute for Training and Research and the Office for the Coordination of

Humanitarian Affairs continue to collaborate on closing the gap between the acquisition of satellite imagery and the provision of actionable information for humanitarian decision makers in the field. The Programme has improved its rapid estimates of affected people to help inform initial analysis and continues to increase the quality, speed and predictability of remote damage assessments and forecasting models during large-scale flooding. In 2016, the Programme produced disaster impact analysis for the crises caused by Tropical Cyclone Winston in Fiji, Hurricane Matthew in Haiti and the flooding in Ecuador.

D. Reinforcing local, national and regional capacity and response systems

40. Local and national authorities, NGOs and civil society play a critical role in the international humanitarian system and have comparative advantages in disaster risk reduction and response. They are often the first responders in sudden-onset disasters and their knowledge of local risks and priorities can lead to effective solutions to long-term challenges. They have access to affected communities and stay behind to build resilience after international responders have left. More investment is needed in local and national capacity, leadership and coordination, including through more and better quality funding.

41. The Sendai Framework underscores the need to empower local authorities and communities to reduce disaster risk. The call to reinforce and not replace national and local capacity and actors is a key outcome of the World Humanitarian Summit. The Grand Bargain emphasizes the need to provide direct resources to local and national actors and strengthen their capacity. Those initiatives have placed localization high on the international humanitarian agenda and are promoting change in the way humanitarian response is coordinated and delivered. Leadership in disaster response and resilience-building should be shifted to national and local actors wherever possible and accountability to affected people should be improved. Acknowledging that affected people, especially women, children and persons with disabilities, are rights holders who must be at the centre of decision-making, planning and implementation as regards aid is critical.

42. International humanitarian actors should incorporate national and local capacity-building efforts as an integral part of their support and establish partnerships with local communities so as to empower them and promote their full, meaningful and effective participation in decision-making processes. They should invest in local and national responders over time, particularly in high-risk contexts, well before disasters strike. Efforts should be part of an overall disaster risk management strategy at the national level and should not end after the emergency phase.

43. Across regions, the regional offices of the Office for the Coordination of Humanitarian Affairs, together with their partners in Southern Africa, West Africa, Central Africa, Asia and the Pacific and Latin America and the Caribbean deployed to more than 40 countries in 2016 to support training and capacity-building for regional response and preparedness.

44. The United Nations and its partners continue to strengthen regional, national and local capacity for disaster risk management. The Capacity for Disaster Reduction Initiative is a global partnership of United Nations entities and partners that strengthens national capacities to prevent, manage and recover from disasters. In 2016, the Initiative provided support for capacity development in Côte d'Ivoire, Georgia, Guinea, Namibia, Sao Tome and Principe and Serbia, where it facilitated national capacity assessments resulting in recommendations for nationally tailored

priority actions to advance disaster risk reduction in line with the Sendai Framework. The national action plans, programmes and strategies and legislative, institutional and policy reforms developed by Governments with support from the Initiative are now guiding resource allocation and investment in risk-informed development, preparedness and reconstruction.

45. Gender-responsive strategies are critical. Women's contributions to response and resilience efforts, their leadership as first responders and their central role in community resilience are underleveraged resources. Promoting women's leadership and their full and equal participation, as well as the systematic use of gender analysis and data disaggregated by sex and age, will help to ensure that the rights, needs, vulnerabilities and capacities of women, girls, boys and men are understood and addressed. Strengthened partnerships with women's organizations and the allocation of dedicated and predictable funding to close the significant gaps in commitments to gender equality and the empowerment of women in disaster contexts are required to address the gender dimensions of disaster risk and vulnerability.

46. National and local actors must be included in humanitarian coordination mechanisms. An inclusive approach to the planning, implementation, monitoring and funding of humanitarian assistance and disaster risk management is required in order to reach all vulnerable and marginalized people. The Inclusion Charter[8] sets out five steps to impartial humanitarian response for the most vulnerable. Its signatories committed to systematically engaging with affected people and to encouraging the active and meaningful participation of the most marginalized, so as to ensure that their capacities and views are included throughout all aspects of humanitarian response, as well as to systematically collecting and using disaggregated data.

47. Several efforts are under way to increase direct and predictable funding to support actors at the national and local levels and community resilience. The Grand Bargain commits donors and aid organizations to channelling 25 per cent of financing to national and local responders, as directly as possible, by 2020. The international NGO signatories to the Charter for Change have committed to pass on at least 20 per cent of their humanitarian funding directly to national NGOs in developing countries by May 2018. The Inter-Agency Standing Committee Humanitarian Financing Task Team has supported the signatories to the Grand Bargain with recommendations on methodology to better measure and report on the funding passed on to national and local actors.

48. Bolder targets are required to increase the proportion of funding allocated to those best placed to respond, including local actors. The Agenda for Humanity contains a call for increasing the overall portion of humanitarian appeal funding channelled through United Nations country-based pooled funds to 15 per cent. The pooled funds allocated $713 million to humanitarian partners in 2016, of which $129 million, or 18 per cent, was directly allocated to national NGOs. This is almost double the net amount recorded in the previous two years.

49. Several initiatives are under way to strengthen community resilience. For example, the One Billion Coalition for Resilience, convened by the International Federation of Red Cross and Red Crescent Societies and engaging UNICEF, WFP and the Connecting Business initiative, is connecting networks and strengthening resilience solutions at the local level to prioritize risks, pool resources and share solutions. The three-pronged approach developed by WFP brings together partners to strengthen community resilience, safety nets and seasonal livelihood planning.

[8] Available from www.inclusioncharter.org.

E. Disaster displacement

50. Every year, sudden-onset disasters force millions of people to flee or leave their homes, with the majority remaining within their countries of residence. On average, sudden-onset disasters have caused 25.3 million people to be displaced each year since 2008. Most of this displacement — 86 per cent — resulted from the impact of climate- and weather-related disasters.[1]

51. The risk of displacement associated with disasters is highest in low and lower-middle income countries with high exposure to natural hazards, high population density in areas with non-resilient infrastructure and limited capacity to reduce disaster risk. Small island developing States are disproportionately affected when taking into account their population size. Those countries require particular attention and support to manage displacement risk associated with disasters. Risk-informed sustainable development is essential for reducing such displacement risk and ensuring that no one is left behind, in line with the 2030 Agenda.

52. In the future, climate change, together with other drivers, is expected to continue to increase displacement, undermine development and affect the enjoyment of human rights, owing to more frequent and severe disasters. Increased investment is needed in data collection, modelling and analysis of displacement risk associated with disasters and the impact thereof to inform policy and action that address its drivers and the need for durable solutions.

53. Disaster risk management and climate change adaptation are essential for addressing disaster displacement. In that regard, disaster displacement and human mobility should be integrated into national and regional strategies with provisions to strengthen resilience, reduce displacement risk, prevent displacement, address the protection needs of displaced persons and promote durable solutions. The rights, needs and capacities of displaced persons should be reflected in planning and in response and recovery mechanisms, including early warning systems and contingency plans.

54. More investment is needed in disaster resilience, which is a main factor in determining whether people become displaced, how severely they are affected and how quickly and successfully they can progress towards durable solutions. Disaster resilience is strengthened by factors that include early warning systems; the implementation and enforcement of laws on disaster management and climate change, building codes and risk-informed land use regulations; environmental management; and access to diverse livelihoods, social services and social safety nets. A well-planned recovery can provide durable solutions and help to prevent future displacement.

55. Displacement is recognized as a key humanitarian and development challenge across global policy frameworks. The Sendai Framework, the 2030 Agenda, the Paris Agreement and the Agenda for Humanity are important frameworks and commitments for collective action to build resilience and strengthen measures to more effectively protect and assist people at risk of and affected by displacement in the context of disasters and climate change. Those frameworks and the attention to disaster displacement have been further reinforced by the New York Declaration for Refugees and Migrants and the New Urban Agenda.

56. In the New York Declaration, Member States noted the need for reflection on effective strategies to ensure adequate protection and assistance for internally displaced persons and to prevent and reduce such displacement. They also recognized the role of disasters and the adverse effects of climate change as drivers of displacement. Member States have committed, through the Declaration, to take

measures to implement the 2030 Agenda and its objective to ensure effective responses to disasters and the adverse impacts of climate change. Member States have also committed to assist, impartially and based on needs, migrants in countries that are experiencing disasters, working, as applicable, in coordination with the relevant national authorities.

57. Member States have committed to developing a global compact for safe, orderly and regular migration, for adoption in 2018. As part of the consultations, at an informal thematic session held in May 2017, Member States addressed the drivers of migration and explored ways to minimize the adverse effects of disasters, climate change and environmental degradation on migration and to ensure effective preparedness and response mechanisms. They also looked at linking relevant international policy frameworks to ensure complementarity and coherence in addressing those effects at all levels.

58. Another outcome of the New York Declaration is the commitment by all Member States to implement the comprehensive refugee response framework (General Assembly resolution 71/1, annex I) and to work towards the adoption of a global compact on refugees. A complex interrelationship exists between large movements of refugees and disasters, climate change and environmental degradation. Those three factors can act as a root cause and driver of displacement, a multiplier of existing root causes and drivers that include conflict, a factor that makes situations worse for those already displaced, and one that can hinder the potential for refugees to return to their country of origin. Large movements of refugees have an environmental impact and can limit the capacity of host countries to respond to disasters and the effects of climate change. The process of thematic discussions leading to the global compact on refugees will consider, alongside other issues, how these could be addressed in the compact.

59. The New Urban Agenda contains important provisions for averting or limiting disaster displacement and addressing the needs of displaced persons who move to or within urban areas. Member States committed, inter alia, to promote, as appropriate, full and productive employment, decent work for all and livelihood opportunities in cities and human settlements, with special attention to the needs and potential of vulnerable groups such as displaced persons, and to ensure full respect for their human rights.

60. An essential component of efforts to better prepare for and respond to disaster displacement is the systematic collection, monitoring and analysis of adequate, reliable and disaggregated data to support evidence-based prevention and mitigation measures. These data are necessary to establish, over time, an enhanced overview of the drivers, scale, trends and patterns of displacement and the total number of people displaced, address their needs and improve accountability. Sustained monitoring and collection of disaggregated data can be used to adapt plans and strategies to evolving circumstances and support progress towards durable solutions. Meeting the growing demand for data and evidence on disaster displacement will require adequate investment.

61. While the majority of people displaced by disasters remain within their own countries, cross-border displacement is expected to increase as a result of factors linked to climate change. In some cases, such as with small island developing States, climate change threatens their very existence. Governments should strengthen the implementation of the Guiding Principles on Internal Displacement and develop predictable humanitarian protection measures and temporary stay mechanisms if those displaced across borders in the context of disasters do not meet refugee criteria. Where threatened by disasters and climate change, voluntary migration with dignity and planned relocation with respect for people's rights as a

protective measure of last resort can help vulnerable people to adapt to changing circumstances.

62. The Platform on Disaster Displacement is implementing the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change resulting from the Nansen Initiative. That Agenda, which was endorsed by 109 States, offers a consolidated set of practices and policy options on ways of preventing, preparing for and addressing internal and cross-border displacement in the context of disasters and the adverse effects of climate change, and of more effectively protecting and assisting persons displaced in that context. Among its early achievements, the Platform supported the development, adoption and roll-out of the guide to effective practices for member countries of the Regional Conference on Migration in Central and North America, which was followed by the development of standard operating procedures for situations of disaster displacement across borders. The model has encouraging potential for the sharing of lessons learned and best practices in other regions.

F. Strengthening the humanitarian-development nexus

63. Many of the issues discussed above have reinforced the importance of operationalizing the new way of working to transcend the humanitarian-development divide. The new way of working calls for a shift from coordinating agency- or donor-specific outputs towards supporting the achievement of collective outcomes to reduce needs, risk and vulnerability over multiple years on the basis of the comparative advantages of a diverse group of actors. Empowered leadership and the appropriate financing architecture that involves a full range of financial flows and instruments tailored to different contexts are enabling factors for the implementation of the new way of working. Resident coordinators/humanitarian coordinators need to be supported by development and humanitarian technical expertise in order to implement this approach, including by adapting tools and processes to their country context so as to analyse and implement joined-up planning with diverse stakeholders.

64. The new way of working is particularly relevant in situations of recurrent disasters, where risk information and analysis enable a more anticipatory approach to crises and a focus on results, rather than only on aid delivery provided year in, year out. In complex settings, marginalized or vulnerable populations caught in the midst of conflicting parties are more susceptible to the impact of disasters, including disaster outbreaks. Preventing and managing disaster risks and preventing the root causes of disasters, rather than just coping with their consequences, require a new outcome-based approach, including by humanitarian and development actors, Governments, international financial institutions and the private sector. On the basis of these context-specific collective outcomes, stakeholders can contribute to short-, medium- and long-term objectives based on their comparative advantage, while fully respecting humanitarian principles. The World Bank has been a key partner in advancing the new way of working. The new United Nations-World Bank partnership framework to build resilience for the most vulnerable people, signed in April 2017, is underpinned by the commitments to action signed at the World Humanitarian Summit, and renews this joint commitment to the new way of working, including in the contexts of disasters, climate change and associated displacement, in which the new way of working has great potential.

65. The Sahel region, where the first regional workshop on the new way of working was held in January 2017, continues to advance the new way of working in concrete ways. For example, in Burkina Faso, the United Nations country team has integrated humanitarian analysis on risk and vulnerability into the new common

country assessment, which enables the development of a shared understanding that brings together the Government, the United Nations, operational and financial partners and NGOs. The new common country assessment forms a foundation for reducing the needs, risks and vulnerability related to drought and food insecurity, including through the new United Nations Development Assistance Framework, which also identifies priority targets of the Sustainable Development Goals for building resilience and reducing the disaster risks related to drought and food insecurity. Similar processes have started in Cameroon and Mauritania.

66. The Secretary-General presented a set of recommendations in his recent report on repositioning the United Nations development system to deliver on the 2030 Agenda (A/72/124-E/2018/3), including on the humanitarian-development nexus and the new way of working. This provides an opportunity to strengthen the nexus in support of the 2030 Agenda.

V. Recommendations

67. **On the basis of the present report, the Secretary-General makes the following recommendations:**

(a) **Member States and other relevant actors should increase their support for and contributions to the Central Emergency Response Fund and broaden and diversify its income base so as to ensure that the Fund reaches the annual funding level of $1 billion by 2018, as called for by the Secretary-General, so that the Fund is commensurate with the scale of response required to address increasing global humanitarian needs and can continue to provide a timely and predictable response to humanitarian emergencies;**

(b) **Member States, the United Nations, humanitarian and development organizations and other stakeholders should ensure a comprehensive and coherent approach at the global, regional, national and local levels to El Niño and La Niña phenomena and similar events, including by strengthening forecasting, multi-hazard early warning, prevention, preparedness, resilience-building and timely response, supported by effective leadership and predictable, adequate and early funding in regions, countries and communities likely to be affected, in particular through the blueprint for action prepared by the Special Envoys of the Secretary-General on El Niño and Climate and the standard operating procedures of the Inter-Agency Standing Committee;**

(c) **Member States, the United Nations, humanitarian and development organizations and other relevant actors should intensify efforts to respond to and prevent the rising global food insecurity affecting millions of people, especially those at risk of famine, including by enhancing humanitarian-development cooperation and providing urgent and adequate funding;**

(d) **Member States, the United Nations and its partners should continue to support and invest in early warning and early action efforts at the global, regional and national levels, including in multi-hazard early warning systems, climate services, exposure and vulnerability mapping, new technologies and communication protocols, so as to ensure that vulnerable populations exposed to natural hazards, including in geographically remote locations, receive timely, reliable, accurate and actionable early warning information;**

(e) **Member States, the United Nations and its partners should ensure that early actions are resourced and implemented effectively in a timely manner, including through scaled-up, predictable, flexible and multi-year financing mechanisms, such as forecast-based financing;**

(f) Member States, the United Nations and other stakeholders should strengthen cross-sector multi-stakeholder analysis, planning and partnerships to manage disaster risks and build resilience, and enhance coordination and coherence in that regard;

(g) Member States, the United Nations and other stakeholders should continue to strengthen cooperation with and support for countries identified as being at high risk of disasters and the adverse impact of climate change so as to strengthen their preparedness and response capacities;

(h) Member States and international financial institutions should increase predictable, timely and adequate financing for disaster risk reduction that includes preparedness and capacity-building, including by improving the coherence of humanitarian, development and climate financing, in particular in the contexts of high disaster risk;

(i) Member States, with the support of the United Nations and other stakeholders, as appropriate, should continue to strengthen legal and institutional preparedness for international disaster assistance and for disaster risk reduction in their territory;

(j) Member States, the United Nations, humanitarian and development organizations and other stakeholders should continue to take concrete action for the effective implementation of the New Urban Agenda, including to strengthen resilience to disasters and the adverse effects of climate change and ensure that sustainable development in urban settings is informed by disaster risk, with special attention to the needs and capacities of vulnerable groups;

(k) Member States, with support from the United Nations, should establish and strengthen national disaster loss databases and continue to collect, share and use such data, including on displaced persons, to inform policies and strategies on humanitarian action, sustainable development and climate change and the coherent, predictable and multi-year financing thereof;

(l) The United Nations should continue to strengthen its provision of data services and policy advice and build the data skills of its humanitarian staff so as to improve the effectiveness of disaster preparedness and response;

(m) Member States, the United Nations and international financial institutions should continue to strengthen national and local capacities and efforts in disaster recovery and integrate recovery in policies and strategies on disaster risk management, with predictable, multi-year financing for disaster recovery;

(n) Member States, the United Nations and other stakeholders should continue to support the localization of disaster preparedness and response and work to ensure that national and local actors and those best placed to respond receive more direct and predictable funding to respond to community-level needs and priorities;

(o) Member States, the United Nations and humanitarian and development organizations should continue to enhance the full and equal participation and leadership of women in disaster settings, strengthen the use of gender analysis and data disaggregated by sex and age, prevent and respond to sexual and gender-based violence, and ensure that women and girls of reproductive age have access to comprehensive sexual and reproductive health services;

(p) Member States, the United Nations and humanitarian and development organizations should continue to enhance the inclusive and active

participation of affected populations and their accountability to those populations in disaster settings, including for persons with disabilities, in accordance with the Charter on Inclusion of Persons with Disabilities in Humanitarian Action;

(q) The United Nations, humanitarian and development organizations and other stakeholders should continue to work together, in accordance with their mandates, to transcend humanitarian-development divides and towards achieving collective outcomes to reduce need, vulnerability and risk over multi-year time frames, including in the contexts of recurrent disasters;

(r) Member States, international financial institutions and the private sector should mobilize predictable and flexible multi-year financing in order to achieve collective outcomes in reducing need, risk and vulnerability, making use of a wide range of financing flows and instruments and partnerships to mobilize additional resources in each context;

(s) Member States, the United Nations and humanitarian and development organizations should enhance the monitoring, systematic collection and sharing of disaggregated data on displacement in the context of disasters and climate change over time in order to establish an enhanced understanding of the drivers, scale, dynamics, effects, patterns and duration of such displacement, and strengthen evidence-based policy and operational responses at all levels in that regard, including to address the root causes of such displacement and strengthen the resilience of displaced persons and their host communities;

(t) Member States, the United Nations, international organizations and civil society should invest in early warning systems, disaster preparedness and response coordination in order to prevent and reduce disaster displacement;

(u) Member States and other stakeholders should give appropriate consideration to displacement in the context of disasters and climate change in the global compact for safe, orderly and regular migration and the global compact on refugees.